

RURAL DEVELOPMENT

Panel Manager - Dr. Stephen G. Sapp, Iowa State University

Program Director - Dr. Mark R. Bailey

Constantly changing forces, such as increased concentration of various industries, environmental concerns, ever improving technologies dealing with high speed communications, shifting demographic trends, changes in Federal assistance programs and policies, and adoption of international trade agreements and foreign policy initiatives all have impacts, contributing threats to the well-being of, and/or opportunities for rural people, communities, and small towns. Research that not only identifies and ameliorates threats but which also identifies opportunities are needed if the economic, social and amenity values ascribed to rural areas are to remain. Consequently, the development and implementation of effective public policies and programs to revitalize rural areas and communities and provide acceptable levels of quality of life and economic viability for rural people are made more difficult. Current and future vitality and quality of life factors in rural areas remain important areas of concern. Additionally, understanding the implications of shifts in local, State and Federal policies and programs upon rural areas, communities, small towns, and families and their institutions are also important. This program calls for theoretical and empirical research to help understand the ways these forces affect economic vitality and evaluate how well public policies might restore this vitality. Research is supported in three general areas: (1) new theoretical and methodological studies to focus on improving the social and economic well-being of rural families and communities at the national, regional and local levels; (2) empirical studies to identify the forces that influence population changes, employment, wage levels and other indicators of social and economic viability; and (3) empirical evaluations of methods and policies to diversify the economies of rural areas, particularly those highly dependent on agriculture, forestry and other natural resource extractive industries.

2001-01831 The Effectiveness of Land-Use Planning in Rapidly Growing Rural Communities

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Standard Strengthening Award; Grant 2002-35402-11597; \$50,884; 2 Years

Rural communities in the Western U.S. have been among the fastest growing regions in the country in the 1990's. Many communities experiencing such growth express concern that this phenomenon may lead to substantial declines in community quality-of-life and social and interpersonal well-being. Land-use planning policies are often cited as effective means for communities to manage, reduce, and control population growth and land development in order to protect amenity values and community quality of life. While many of the more sophisticated planning techniques have traditionally originated and been applied in urban and suburban localities, some rural communities - particularly those with high amenity values experiencing rapid growth - have begun implementing such techniques. Two major research questions this study will address are (1) is the "growth machine" hypothesis a valid theoretical model for explaining the rapid growth experience of Western rural high-amenity communities?; and (2) are the land-use policies that Western rural communities have enacted to date effective in preserving amenity values and community quality-of-life? Research methods will include secondary data

collection and in-depth qualitative interviews. This project will contribute to the advancement of both the theoretical and applied sociology of rural community development. The application of "growth machine" theory has been well-tested in urban locales; this project will contribute to an understanding of how well the theory applies to rapidly-growing rural communities. This research will also help rural community planners, elected officials, and concerned citizens understand which land-use planning policies are most effective in preserving amenity values and community quality-of-life in the face of rapid growth and development pressure.

2001-01956 The Rural Mexican Labor Supply to U.S. Farm Jobs: Survey and Analysis

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Grant 2002-35401-11656; \$190,000; 2 Years

The availability of immigrant farm workers from Mexico may be the single most important factor shaping the future of fruit, vegetable, and horticultural (FVH) production in the United States. It affects cropping patterns, choice of production technologies, and the ability of U.S. farmers to compete with low-cost producers abroad. An overwhelming majority of U.S. farm workers originate from households in rural Mexico that are influenced by U.S. immigration and welfare policies and by demographic forces, policies, and income opportunities at home. Economists have studied immigrant farm workers *once they are in the United States*. However, the supply of migrant farm labor from Mexico has not been a focus of economic research. The lack of representative data from households in rural Mexico is the major obstacle to understanding the decisions that will determine the supply of U.S. farm labor in the future. This binational project will: (1) conduct the first nation-wide survey of households in rural Mexico aimed at understanding how U.S. policies, demographic trends, and economic development in Mexico are shaping the supply of Mexican labor to U.S. farms; (2) use these survey data to develop an economic model to analyze migration to U.S. farm jobs; and (3) use this model to predict future impacts of policy changes, demographics, and economic trends on the supply of labor to U.S. agriculture. The survey, conducted jointly by UC Davis and El Colegio de Mexico in Mexico City, will represent a critical Mexico-side complement to the U.S. National Agricultural Worker Survey (NAWS).

2001-01845 Long-Term Impacts of Welfare Reform on Rural Poverty

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Grant 2002-35401-11598; \$135,000; 2 Years

This research will seek to discover the long-term impact of changes in Federal welfare legislation in four pockets of persistent rural poverty: Appalachian Kentucky, the Mississippi Delta, the Lower Rio Grande Valley of Texas, and Indian Reservations in South Dakota. We will map the impact of changes in Federal assistance programs and policies on these rural counties and identify the opportunities and challenges they experienced in moving from welfare to work. Through statistical analysis and qualitative interviews, this research will provide insights into welfare reform from its implementation through its sixth year when federal guidelines require the greatest reductions in Temporary Assistance of Needy Families (TANF) roles. The demographic make-up of these pockets of poverty permit special attention to the role of race, ethnicity, class and gender in defining the experiences of welfare reform. We will first

examine the extent of participation in public assistance programs, including Food Stamps, to determine how and why participation rates have changed over the period from 1990 to 2003. We will then assess the impact of TANF work requirements on the local labor markets. Third, we will analyze the impact of welfare reform on poverty and economic well being. Fourth, we will explore the impact of welfare reform on the quality of life, household survival strategies, and vitality of these rural communities. Finally, the devolution of authority for welfare programs to the local level will permit a comparison of state approaches to welfare reform to determine which strategies work best for persistently poor rural communities.

2001-01962 The Impact of Retail Restructuring in the Non-Metropolitan US, 1988-1997

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Standard Strengthening Award; Grant 2002-35402-11658; \$55,000, 2 Years

Economic restructuring has transformed rural America over the past 30 years. While scholars have often focused on restructuring in the agricultural and manufacturing sectors, within the retail sector changes such as retail concentration (fewer, larger stores owned by fewer corporations), technological innovation, and new labor practices have revolutionized the industry from top to bottom. These broad changes will have profound impacts in rural America because retail is a major component of the rural economy, not only in total numbers (about 17% of total employment), but because retail is found in virtually every community in America. The goal of this research is to develop a fuller understanding of retail change in the nonmetropolitan counties of the US between 1988 and 1997. The first part of the study will center on the geographic variability of retail restructuring, primarily by focusing on changes in the size of retail establishments in over 2200 nonmetropolitan counties across America. The second part of the study will rely on statistical tools to examine the relationship between the structure of the retail sector and community well-being at the county level. Previous research on retail has often been issue-oriented (e.g., impacts of Wal-Mart), or has focused on particular regions of the US. In contrast, this research will provide a broader picture of retail change and its impacts, and help government officials develop and institute economic development policies designed to support the economic viability and social well-being of rural communities across the US.

2001-01986 The Role of the 1890's in Building Human Capital Among Rural Peoples: Methods and Case Studies

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Grant 2002-35401-11599; \$10,000; 1 Year

Through federally supported teaching, research, and extension programs, historically black land grant institutions (the 1890's) have played a significant role in educating disadvantaged students and in conducting and delivering research on problems confronting limited-resource farmers, households and communities. There has not been an effort, however, to systematically quantify the results of public investment in the 1890's. This project uses will refine and expand a proposal to conduct such an evaluation. The project will enable the future submission of a larger proposal to: (1) build a comprehensive integrated database describing investments in 1890 programs, numbers and characteristics of 1890 students and external clientele, 1890 program accomplishments, and (where studies are available) program impacts,

(2) develop conceptual frameworks and methods for analyzing the contributions of 1890s' teaching, research and extension programs to rural people and economies through human capital development; and transfer these methods to 1890 institution researchers and others who can benefit from applying them, (3) use case studies to apply the methods developed in (2) and to quantify, where possible, the private and social returns to human capital development, and (4) explore the connections between human capital impacts and the well-being of rural communities. This grant will be used to convene a group of 1890 administrators and scientists who will help design the project so that its implementation produces results in a form usable by the 1890 community.

2001-01836 The Well-Being of Rural Low-Income Families in the Context of Welfare Reform

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Grant 2002-35401-11591; \$214,457; 2 Years

The well-being of rural low-income families in the context of welfare reform addresses the quality of life (QOL) of low-income rural families by integrating the data collected at the family, county, and policy levels. Using the second wave of data collection for a multi-state (15 states) interdisciplinary project (NC223), the study will: (1) measure QOL of these families by focusing on food security, health, and income sufficiency; (2) study the impacts of state and national policies as to risks and opportunities created for low income rural families; and (3) place the context of the study in the counties' economic, social and policy environment. The study will build on the wave 1 quantitative and qualitative data set from more than 400 families, and also assist in the preparation of wave 2 data currently being collected by the research teams in each state. The researchers will: (a) develop and implement a web page to disseminate information about the project especially to researchers and policy makers, (b) prepare wave 2 interview into a centrally coded data set that builds on the existing wave 1 data set, (c) prepare in-depth sections for both Wave 1 and Wave 2 data for the analysis of food security, health, and income sufficiency variables, and (d) coordinate the research questions around issues of food security, health, and income sufficiency with the public policies and the QOL for rural low income families. The research findings and summaries of the public policies relevant to the research will be available on the web.

2001-01955 Rural Development in the Era of Welfare Reform

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Grant 2002-35401-11592; \$176,902; 3 Years

The purpose of this project is to understand the factors that influence transition on and off TANF and create variation in rates across rural and urban settings. Specifically, the goal of this research is to conduct a comprehensive examination of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 across rural and urban, settings. The study has 3 major objectives: (1) determine the extent to which characteristics of clients and communities across rural and urban populations affect TANF dynamics; (2) determine the extent to which characteristics of clients and communities across geographic settings affect routes taken to leave TANF; and (3) determine the extent to which an analysis of TANF clients varies across different

political, social, and economic contexts delineated by geographic boundaries such as county, labor market areas, and GIS-defined communities. These objectives will be met through an estimation of multilevel event history models of TANF dynamics and through a case-oriented approach that will gather data from TANF caseworkers and clients. Accomplishing these objectives will help inform the debate regarding characteristics of clients and how communities in which they live influence how quickly TANF recipients reach the federal time limits across rural and urban geographic settings.

2001-01548 Resource-Based Tourism as a Rural Development Program

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Career Research Enhancement Award; Grant 2002-35401-11696\$75,000; 2 Years

The purpose of the project is to improve the investigator's knowledge and expertise of resource-based tourism operations, applicable to the problems of North Dakota and the northern Great Plains. The primary activity will be a qualitative study of resource-based tourism entrepreneurs in the northern Great Plains. The study will focus on North Dakota, but also include operations located in contiguous states. Data collection will consist of on-site visits and interviews with at least 35-40 nature-based entrepreneurs, emphasizing local owner/operators, small in size, that take advantage of existing local resources. Results will be disseminated by presentation at various industry, rural development, and tourism conferences and will be submitted for publication to tourism and rural development publications. Results will also be published on a web page created to provide assistance to nature-based tourism developers in the northern Great Plains. An international perspective will be provided by the investigator's participation in the annual conference of the Ecotourism Association of Australia, that includes ecotourism operators, government agencies, conservation associations, researchers, academics, and consultants. Australia is an appropriate international experience because it is "at the forefront of global ecotourism initiatives". The project will enhance the investigator's abilities by increasing his knowledge of rural resource-based tourism, particularly direct knowledge of tourism operations that have been developed by entrepreneurs in the northern Great Plains. A secondary benefit will be enhancement of the investigator's qualitative research capabilities.

2001-01838 Social Integration and Well Being of Older In-migrants to Nonmetro Retirement Counties

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Grant 2002-35401-11636; \$148,000; 4 Years

This study will include two waves of survey data collection for the purpose of investigating how older in-migrants to nonmetro retirement destination counties become socially integrated in their new locales, as well as how their degree of social integration affects their health, well being, and residential stability or subsequent out-migration. Retirement migration has contributed importantly to nonmetro population growth since the 1970's, but virtually no research has systematically focused on the adjustment of older in-migrants in nonmetro retirement destinations. We will investigate the extent to which social integration affects the health of older in-migrants, their functional ability to provide for their daily needs, and their propensity, for subsequent out-migration. The study will provide in-depth explanation of how

older in-migrants establish new social connections in their new locales; enhance understanding of the association between social integration and individual well being; and illuminate the dynamics of migration in the later stages of the life course. The examination of factors associated with older in-migrants' experiences in nonmetro retirement destinations will contribute to more informed discussions of policies to promote retirees' well being and functional capacities. The challenges and opportunities associated with attracting retirees to nonmetro communities as a rural development strategy will be evaluated relative to implications for the social and economic vitality of rural America.

2001-01833 Protecting Farmland at the Fringe: Do Regulations Work? Strengthening the Research Agenda

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Conference Grant; Grant 2002-35401-11594; \$10,000, 1 Year

There is intense competition for open land at the fringe of metropolitan areas across the U.S., Counties, towns and municipalities have employed various policy instruments to guide the pattern of development. All fifty states have enacted farmland protection programs with some combination of tax incentives, development rights purchase and regulation to encourage retention of farmland in the face of urban pressure. This research conference will focus on the effectiveness and limitations of regulatory approaches to protecting farmland at the urban fringe. Three keynote speakers will address the key regulatory devices involved - agricultural zoning, right to farm laws, growth management rules. Each will give an assessment of national experience and future directions for each policy instrument. Later speakers will discuss performance of specific programs - the New Jersey Right to Farm Law, Maryland Smart Growth program and local exclusive agricultural zoning in Pennsylvania. Other papers will examine the significance of private property rights, economic performance of farmland programs, and political attitudes toward farmland, for future policy development at the rural-urban interface. A panel of policy researchers from around the country will develop a draft research agenda from the conference deliberations to help guide future work in the area. The project will provide important insights for state and local policy design affecting the future of farming in increasingly urban environments.

2001-01848 The Effect of Local Land Use Regulations on Farmland Retention

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Grant 2002-35401-11603; \$105,000; 2 Years

The long-range sustainability of U.S. agriculture depends on the preservation of productive farmland. The rapid development of farmland causes fiscal and environmental problems and threatens the future of local and regional agricultural industries. Land markets may fail to allocate land in socially desirable ways because of the public goods aspect of farmland and government subsidies for development. The overall objective of this project is to evaluate the performance of local land use regulations for farmland retention in five western states (California, Idaho, Nevada, Oregon, and Washington). The specific objectives are (1) to develop a comprehensive database on county land use regulations in the five western states, (2)

to develop a GIS database on farmland losses and the socioeconomic, geographic, physical, and regulatory variables that affect the losses, and (3) to conduct an econometric analysis to evaluate the effects of local land use policies and other socioeconomic and geographic factors on farmland conversions. A modeling framework will be developed by combining the option value approach to handling uncertainty and irreversibility with spatial modeling of land characteristics and development spillovers. Econometric analysis will be conducted to estimate the effect of local land use regulations and other socioeconomic and geographic factors on farmland development. The results will provide information on the effect of alternative land use policies on farmland retention. Findings will be communicated to local land use planners and other interested parties through presentations, extension publications, journal articles, and other channels.

2001-01849 Experiences With Working: The Process of Leaving Poverty Behind

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Grant 2002-35401-11590; \$120,000; 4 Years

Welfare reform under the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) may have differential impacts on rural as compared to urban welfare recipients, although specific differences in impacts still remain unclear. This research project is expected to contribute to our understanding of rural/urban differences in (1) the types, number and severity of barriers to employment, and the short and long-term adjustments that rural versus urban recipients make to overcome the barriers that they face, (2) the types and characteristics of jobs taken by recipients and the potential for upward mobility, (3) workplace problems that employed recipients face, from their own perspectives as well as from the viewpoints of their employers and community mentors, and (4) "what went wrong" when the employed recipient is unable to continue to work. This project is designed to be complementary to the Mellon Community Bridge Project, a new Cooperative Extension training and support pilot program in Pennsylvania involving recipients, employers and community mentors assigned to help recipients make the welfare-to-work transition.

2001-01842 Changing Places, Changing Faces: Immigration in the Nonmetropolitan United States

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Grant 2002-35401-11583; \$150,000; 2 Years

As the face of rural America has increasingly become foreign born, case studies and news reports have emphasized its consequences for the new receiving areas. Welcome or not, these new immigrants are part of the "rural rebound" documented by demographers during the 1990s (Johnson and Beale 1998), and they are likely to offset population decline in some nonmetropolitan areas and/or fuel growth in others. As part of a larger study of shifts in the foreign born in nontraditional and nonmetropolitan receiving areas of the United States, this study will go beyond existing anecdotal evidence by examining the determinants of the foreign-born presence in U.S. nonmetropolitan areas since 1990. To accomplish this objective, we will use confidential Census Bureau data that permit us to study shifts of the nonmetropolitan foreign-born population during the decade. The data permit us to examine shifts in the foreign

born in a new way that represents nonmetropolitan and metropolitan U.S. areas in the 1990s, and avoids waiting until 2003, the earliest date when the 2000 decennial microdata will become available for research purposes.

2001-01843 Individual and Place Determinants of Rural Migration for Young/Mid-age Adults

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Grant; 2002-35401-11604; \$108,000; 3 Years

Historically, more people moved out of rural places than into them. During the past 30 years, that pattern changed, sometimes more people moved out, sometimes more moved in. The people most likely to move are young adults, but once people reach middle age, they are less likely to move. This research tracks the migration patterns of adults as they move from youth to middle age. The goal of the research is to understand what characteristics of migrants, or of the places to which they move, attract young and middle-age adults. Since different kinds of rural places are thought to attract different kinds of people, this research should help us to understand the effect that migration can have on people and rural places. Similarly, some rural places are more likely to lose population than to gain it. This research will identify what about those places, in combination with the characteristics of the individual migrants, results in population loss. A secondary goal of the research is to learn whether the characteristics of migrants are different during periods when more people move to rural places and during periods when more people move out of rural places. The research uses information collected from people who were young adults in 1979. This group was interviewed for the nineteenth time in 2000. Our research traces the movement of those people and relates their moves to their individual characteristics, such as race and ethnicity, and as their circumstances change during this life cycle stage.

2001-01975 Workshop on Opportunities to Incorporate Agriculture into Rural Development

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Conference Grant; Grant 2002-35401-11689; \$10,000; 1 Year

The purpose of the workshop is to bring together 150 rural development practitioners from around the country to discuss barriers and opportunities for acknowledging and supporting agriculture and agricultural activities (e.g., small scale processing and marketing) as an intentional rural development strategy. The day-long workshop will be held in conjunction with the annual National Rural Development Partnership meeting in Washington D.C. in March 2002. Many groups are beginning to become more interested in the issue of incorporating agriculture as an important part of rural development activities. Two groups have been especially vocal, rural development practitioners and individuals who work with farmers to develop marketing and processing capacity. Although anecdotally there have been a number of agriculture projects that meet the definition of rural development, there has been little strategic thinking and analysis about why these efforts succeed or fail. As a result, these efforts, where successful and replicable, have not been "scaled-up" to larger institutional or policy levels. Specifically, the workshop seeks to engage an array of rural development practitioners about the issue through talks by invited speakers and small group discussions; use small group workshops as an

opportunity to identify critical barriers to including agriculture in rural development and identify possible ways to lower these barriers, and use the information gathered at the workshop as the starting point for broader thinking about possible models for policy and programs that would facilitate the inclusion of agriculture in rural development institutions and activities.